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ABSTRACT

Focusing on follow-through, synthesis, dissemination, and application, this Youth Employment and Demonstration Projects Act plan for knowledge development in 1980 is divided into seven key sections. The first section presents projects which will require continued funding and refinement to realize their objectives. Section 2 provides a list of initiatives which will commence in 1980 based on development in the two previous years. The third section discusses new initiatives which are needed to (1) improve existing programs, (2) target them on significant segments of the youth population and (3) to test other delivery approaches. Section 4 discusses the need for mechanisms to insure the knowledge developed from these activities is objectively assessed and factored into policy. Section 5 focuses on the need for a significant effort to improve the understanding and competencies of the employment and training system if lessons are to be applied to actual programs. The final sections describe the need for a built-in cushion for unforeseen contingencies as well as needs which arise during 1980 and beyond and review the fiscal 1980 projected findings. (LRA)

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Completing the Youth Agenda: A Plan for Knowledge Development, Dissemination and Application for Fiscal 1980



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OVERVIEW

The Youth Employment and Demonstration Projects Act (YEDPA) of 1977 provided extensive discretionary authority to the Secretary of Labor to develop and improve employment and training approaches for economically disadvantaged youth. In fiscal 1978 and 1979, the major emphasis was placed on "knowledge development" through a structured array of multisite demonstration projects, large-scale evaluations and coordinated research efforts. The first year's goal was to assess alternative interventions and delivery approaches, focusing on the broad issues needed to legislate more effective youth programs. In the second year, emphasis shifted to more specific issues which needed to be addressed in the administration and improvement of youth programs, exploring the problems of significant segments of the youth population, assessing service components to determine how each could be improved, testing longer-duration interventions, and promoting the integration of youth programs.

The ambitious agenda detailed in the two "Knowledge Development Plans" for 1978 and 1979 included structured sets of policy questions towards which all research, demonstration and evaluation activities were directed. An immediate aim was to provide input for the formulation of a youth policy for the 1980's. At the end of fiscal 1980, the current authorization for YEDPA programs expires and the Administration is considering major legislative changes. The knowledge developed from the 1978 and 1979 activities is being utilized in this process. But there are longer term aims as well. The lessons for local programming will be needed no matter what legislation is implemented. Every deliverer needs to know more about how to organize and administer employment and training services for youth. Any comprehensive youth strategy for the 1980's will require a broadened base of involvement among all institutions. A good deal of work is needed to assure that decisionmakers incorporate the lessons learned into their programs at the Federal, State, and local levels.

Where implementation of the knowledge development activities was the major goal in the first 2 years of YEDPA, follow-through, synthesis, dissemination and application must be the major thrusts in fiscal 1980 and beyond. First, there are many projects which require continued funding and refinement to realize their

objectives. It is important that judgements be based on steady-State operations rather than just reflecting learning curve problems; this will require several years of operations of demonstration programs. Follow-through and refinements of past projects must be a first priority.

Second, there are still some incomplete agenda items in the first two knowledge development plans. Some projects were developed to be implemented and funded in fiscal 1980. In other cases, parts of projects were completed but other dimensions remained to be put in place. Finally, there were some projects initiated in a single site with the intent of replication, which was targeted to occur in 1980. These commitments are not as absolute as those for existing activities, but they should certainly be given priority before considering any additional efforts.

Third, there are some new initiatives which make sense in order to improve existing programs, to target them on significant segments of the youth population, and to test other delivery approaches.

Fourth, mechanisms must be established to insure the knowledge developed from these activities is objectively assessed and factored into policy; there will be a continuing need for analysis and application.

Fifth, if the lessons are to be applied in actual programs, there will have to be a significant effort to improve the understanding and competencies of the employment and training system.

Finally, given the scale and complications of the activities put into place, there must be a built-in cushion for unforeseen contingencies as well as needs which arise during 1980 and beyond.

Commitments for Existing Projects

The first priority must be the support of existing projects of demonstrated effectiveness which can contribute to knowledge development and institutional change by their continuation. The following projects initiated in 1978 and 1979 are more fully described in the knowledge development plans for each year as well as in project descriptions available from the Office of Youth Programs. Only those projects with 1980 requirements are listed.

1. Ventures in Community Improvement - These nine projects testing a community-improvement model which emphasizes extensive linkages and supervision will terminate in the summer of 1980. Approximately \$500,000 will be needed to complete the research to determine the impact relative to more conventional YCCIP projects as well as other demonstration efforts.

2. Low-Head Dam Project - This prototype in a single site provides a model of how a low-head dam can be restored for recreation use and converted for electrical production through a comprehensive work and training project. Approximately \$500,000 will be required for completion of the prototype project, which is also recommended for replication in fiscal 1980.

3. Watts Youth Employment and Community Improvement Demonstration - This large-scale, multi-year demonstration tests the notion of an integrated, multi-dimensioned set of improvement efforts which will affect a range of career ladder opportunities. It also seeks to demonstrate that year-round projects can effectively provide a base for surged summer employment. The project carried a commitment to continue funding in 1980 assuming availability. The additional cost will be \$1.75 million.

4. Exemplary In-School Youth Program Demonstration - Selected projects funded in fiscal 1978 and 1979 will be continued through the 1980 school year. Operating support for Youthwork will also be continued through the period of the new round of grants. The cost of these two combined is an estimated \$5.0 million.

5. Rural Youth Occupational Information and Preparation Demonstration Project - This project tests the feasibility of basic life skills training developed for rural disadvantaged youth and delivered by mobile vans. It will be extended through fiscal 1980 at a cost of \$300,000.

6. Private Sector Initiatives Demonstration - The various projects which have already been started will be continued through fiscal 1980. Administrative and research efforts will continue through 1981. The cost is estimated to be \$2.3 million. In addition, a set of mandated wage subsidy experiments will be launched early in 1980.

7. Youth Career Development for School to Work Transition - This coordinated set of school to work transition projects will be continued through the 1979-80 school year and summer, although the less effective local projects will be eliminated. The estimated cost is \$1.8 million in fiscal 1980.

8. Researching Alternative Program Approaches - This contract with the Educational Testing Service is for collection and analysis of standardized pre- and post-tests and administrative data for most of the demonstration projects. It will be continued through fiscal 1981 with 1980 resources, since this is the linchpin for knowledge development work. The cost will be \$900,000.

9. Youth Community Service Demonstration Project (ACTION) - This experiment with the national youth service concept has been extended to include a rural as well as an urban site. The present schedule calls for operating through fiscal 1980. The added costs in 1980 are estimated to be \$450,000.

10. Career Intern Program Demonstration - This alternative education experimental project is operating in four sites under OIC and has been extended to another site by SER. The entire project will be continued through the 1980-81 school year. The fiscal 1980 costs for the five sites will be \$4.2 million.

11. National Occupational Information Coordinating Committee Demonstration Project - Youth resources were tapped for \$3 million in 1978 and \$5 million in 1979 to support Federal and State activities to improve occupational information. There is a continuing commitment for the latter level of funding in order to support replication of computerized occupational information systems. In addition, an experiment was initiated in

fiscal 1978 to saturate disadvantaged youth with labor market information to determine the difference this would make in future employability. These are extra research needs and the experiment will be extended to a Hispanic site. The cost is estimated to be \$600,000.

12. Youth Enterprises Demonstration Project - This project to create large-scale youth owned and operated enterprises in four areas has a phased expansion schedule. If the projects operate effectively and are implemented on schedule, there will need to be \$1.5 million in funding for fiscal 1980.

13. Youth Initiatives in Apprenticeship Demonstration Project - This demonstration seeks to register high school youth in pre-apprenticeship arrangements. Projects funded by the Bureau of Apprenticeship and Training in 1978 and 1979, as well as those added with OYP funding, will be continued through the 1979-80 school year and summer if they are performing effectively. The estimated cost is \$1.7 million.

14. National Longitudinal Survey (NLS) - This multi-year longitudinal tracking of a cohort of youth will yield rich information about the problems of economically disadvantaged young persons and the impact of various interests. This is a multi-year commitment with a cost in fiscal 1980 of \$3.2 million.

15. Youth Agency Involvement Project - Voluntary youth serving organizations such as Boys' Clubs, Boy Scouts, Girl Scouts and the like serve 30 million youth annually. Based on a technical assistance grant with the National Collaboration for Youth, strategy was developed for the involvement of these agencies on a large scale. In fiscal 1979, a planning grant was given to refine the procedures and approaches for one of the agencies. The cost for completion of the project will be \$400,000 in fiscal 1979.

16. Continuous Longitudinal Manpower Survey of YCCIP and YETP Participants - This survey of YCCIP and YETP participants is the major instrument for assessing services and components under formula-funded programs. It will be continued in fiscal 1980. The cost is \$1.2 million.

17. Youth Supported Work Demonstration Project - In fiscal 1979, the Office of Youth Programs shared in the costs of continuing the supported work experiment in order to learn more about the effect of this approach. In fiscal 1980, the share will again be \$3.5 million.

18. Jobs for Delaware Graduates - This project provides career information, counseling and placement on a statewide basis through a nonprofit corporation. It will operate through the 1979-90 school year with follow-up services. If it is successful, operations for another school year will be supported. The projected cost is \$2.0 million.

19. Youth Discretionary Project Feedback Demonstration Project - This is a mechanism for securing expert assistance in reviewing progress of existing projects. It will be continued through fiscal 1981. The cost is estimated to be \$400,000.

20. Knowledge Development Retrieval Project - This project helps review, synthesize and crossfertilize knowledge development reports and results. This is a crucial mechanism for integration and dissemination of information to concerned parties. It will be continued through fiscal 1981 at a cost of \$500,000.

21. Vocational Exploration Demonstration Project - This 16-site demonstration project tests alternate approaches of varying duration for vocational exploration in the private sector. The research for the summer component of 1979 could not be fully implemented. The summer component will, therefore, be repeated in fiscal 1980. The cost is estimated to be \$2.3 million.

22. Advanced Training Employment Demonstration Project - This private sector project provides advanced training to Job Corpsmembers in computer customer engineering and guarantees placement in career jobs. The cost for completion of the project is \$1.36 million in discretionary resources plus the Job Corps support for enrollees.

23. Job Corps Education Improvement Effort - This large-scale random assignment experiment with alternate instructional methodologies includes pre/post and follow-up testing. A continuation of the experiment will permit assessment of the "learning curve" and "Hawthorne" effects under the different education systems. The cost in fiscal 1980 is \$250,000.

Extension, Replication, and Follow-Through

The previous list of commitments involves those projects where contracts and operations are already underway in fiscal 1978 and 1979. The following list includes initiatives which will commence in 1980 based on development in the two previous years. The projects are described in some detail, since there is a degree of flexibility in the implementation decision as well as the design and scale of the projects.

1. Low-Head Dam Project - About 50,000 low-head dams exist in the United States, many of which are used to produce or have potential for producing electricity. During an era of cheap energy and rising labor costs, much of the electrical production of such dams was abandoned. Rising energy costs may now make improvement of such dams in preparation for energy production economically feasible. Small dams offer other advantages as community-improvement projects and as sources of youth employment. They are often located in the heart of older cities, and their rehabilitation can help to conserve older neighborhoods. Deterioration has frequently created hazardous conditions. Redevelopment can create recreational opportunities.

The projects also provide exciting employment and training opportunities. Much of the labor involved in site rehabilitation can be carried out by low skill youth. Substantial potential exists for training youth in technical areas related to hydroelectric installment while on the job. Because of the growing interest in such projects, skills learned in such work may be highly valuable to individuals for many years.

A model program was developed in Wayne County to convert a dam to produce electricity, while providing substantial employment and training opportunities for youth. This could be replicated in four sites with discretionary contributions, and perhaps more if local matching could be secured. The estimated cost is \$7 million for projects and \$.8 million for administration, evaluation and technical assistance. Funds for equipment would be provided through interagency agreement with the

Department of Energy. A replication package has been prepared, and several hundred potential sites have been identified and pre-screened. These would be notified early in fiscal 1980 to determine interest in a cost-sharing approach.

2. Cooperative Youth Weatherization Demonstration - Energy conservation programs, particularly for the weatherization of low-income housing, have not achieved their full potential due to the lack of coordination, organization and administration. The labor to install weatherization must be funded from CETA. The Department of Energy controls the materials money. The projects, by law, must be administered by community action agencies.

The Cooperative Youth Weatherization Demonstration (CYWD) would create and support State level intermediary corporations to link youth employment and energy conservation efforts. This concept was approved in the 1979 Knowledge Development Plan and the conceptual work was completed in fiscal 1979.

The intent and purpose of CYWD is to fully implement, at the State and local levels, comprehensive weatherization services to low-income households by insuring a comprehensive and coordinated implementation linking DOE's weatherization program with the youth employment and training activities sponsored by DOL as well as the delivery efforts of CSA.

The objective of the demonstration would be to provide skill training and work experience to youth in a range of manufacturing, assessment (energy audits), installation, consumer education and related services. These efforts would focus on reducing the energy costs for low-income homeowners and renters while providing career ladder job/skill progression and eventual placement for youth enrollees. The aim would be to organize work on a larger scale, with more careful planning, and a greater emphasis on mechanization and training than in existing weatherization efforts.

The CYWD would support two large-scale, long-term statewide projects which would employ significant numbers of young adults in activities offering a progression of career learning experiences. Fully funded, the demonstration would provide career-oriented employment opportunities for several hundred young adults annually in each State.

This demonstration would be organized and administered through newly created State intermediate organizations. In each State the demonstration would establish a nonprofit organization governed by a board of directors consisting of representatives from the State's local community action agencies and other approved deliverers of weatherization resources. In addition, an advisory board would be established including representatives of the State Energy Offices, prime sponsors and the Private Industry Council (PIC). These intermediaries would be recognized as Limited Purpose Agencies by CSA and would be eligible to conduct weatherization work.

The State intermediary would subcontract with community action agencies and local LPA's, as well as with training agencies. The corporation might also receive CETA local training funds.

The intermediate would be a mechanism for better organization, training and mechanization. Not only would insulation techniques be upgraded, but heating plants made more efficient. The corporation would also warehouse materials, do large-scale purchasing, utilize factory construction techniques, conduct energy audits, provide consumer education and coordinate emergency energy assistance. In addition to weatherizing the homes of low-income families, public properties would also be upgraded such as public housing, institutional facilities and schools. Thus, public funds could be saved from reduced energy bills and statewide planning and coordination would lead to efficient large-scale efforts.

The CYWD would be developed under an interagency agreement between the Departments of Labor and Energy as well as the CSA, with parallel agreements at the State levels. The projects would be provided implementation grants and then Department of Labor funds for workers. The 2-year costs of each of the projects would be \$3 million

in labor funds and \$1 million in CSA funds, with State matching where possible and weatherization materials money as needed.

3. Exemplary In-School Programs for Handicapped and High-Risk Youth - The Exemplary In-School Demonstration Projects seek to overcome the barriers between school and work through the funding of projects that involve combinations of schooling and employment and training, and that promote cooperation between education and employment and training systems at the local level.

There are currently 58 projects across the Nation in four focus areas: Guidance, counseling, and job-seeking skills; academic credit for work experiences; expanded private sector involvement, and job creation through youth-operated projects.

New grants will be awarded through a nationwide competition which seeks to identify local projects that represent exemplary approaches in two key focus areas: Education and training of handicapped young people; and education and training of high-risk youth--i.e., young people with especially poor long-term employment prospects.

The competition will seek to select projects that are exemplary or distinctive, reflect collaboration between local education and employment and training institutions, are well planned and organized, and provide for careful assessment of results.

The grants in each of the focus areas will be integrated into a national knowledge development plan. Young people will benefit immediately through the work and services that are generated and, over the long run, from the lessons learned on how to improve in-school and school-related programs for handicapped and high-risk young people.

A total of \$80 million has been committed for this purpose in fiscal 1980.

4. Private Sector Initiatives - Both the 1978 and 1979 Knowledge Development Plans included authorization for structured experiments with alternate reimbursement mechanisms for private sector employers of economically disadvantaged youth. YEDPA calls for tests of voucher approaches, the social bonus and the 100 percent wage subsidy under Entitlement. The questions are basic, what subsidy level is required to induce private sector firms to hire economically disadvantaged youth? Which reimbursement mechanism would be most effective, considering variations in duration of subsidy, the degree of red tape, the timing of the payment and the performance requirement? What firms are likely to respond to such mechanisms and how can they best be involved and alerted? What will be the impacts on net hiring, displacement, wage levels and the like? Will youth benefit and will they secure permanent jobs in the private sector? Can these mechanisms work in slack as well as tight labor markets?

The simplicity of these questions is only matched by the difficulty of answering them. In fiscal 1979, there were three parallel efforts to design a wage subsidy alternative experiment. These opened as many issues as they resolved. The difficulties of experimentation on this issue include the problem of gaining cooperation from private sector firms and the selection bias that results, the lack of control over their participation, the problem of distinguishing between Hawthorne or implementation effects and lasting ones, the inherent complexity of measuring displacement and substitution issues, and the availability of the Targeted Jobs Tax Credit and other options which cloud the impact of any experimental intervention. It is clear from the preliminary work that "scientifically pure," random assignment experiments will not be possible and that it will be necessary to piece together a range of information to address the key questions.

The demonstrations and research developed in 1979 will be of some help, particularly the private/public sector demonstration, the nationwide employer survey, the demand side ethnographic analysis of central city problems and most critically, the study of the Entitlement experience with 100 percent wage subsidies. However, a further set of detailed projects will be required along the following lines:

a. Two industries with relative standard production functions and high-youth employment would be used as test sites for alternative subsidy approaches. The industries would include fast food and retail. Under agreement with the franchiser or the firm, different levels and types of subsidies would be applied in certain outlets and the effects compared.

b. A simulated study would be conducted with a stratified sample of businesses to determine the responsiveness to different hiring subsidies and approaches. This survey would be the basis for selecting firms to participate in the third portion of the effort.

c. There would be four "simulated" economies which would be offered alternate subsidy levels and formulations and the effects tracked on employment.

d. Ten prime sponsors would be allowed to offer the social bonus or voucher as one option for private sector participation under PSIP. Funds would be provided to cover any of these which were utilized. There would be 10 matched sites where this tool was not provided. The private sector involvement would, then, be compared. This would meet the requirements of the legislation. It would not test displacement effects and the like but rather the attraction and application of the subsidy mechanisms. The simulated economy and industry approaches would cover the more detailed questions.

e. The Entitlement projects in several sites would be modified to focus job development efforts on stratified samples of prime sponsors utilizing different subsidy approaches. The take-up rate would, then, be compared along with the employment experience of Entitlement youth.

A best estimate is that the 1980 cost would be \$6.0 million for research and for subsidies to firms. There would be continuing costs in 1981.

Additionally, a subject area which has not been adequately explored is job retention in the private sector. As an additional subject area, there would be an experiment with ways to improve job retention. These would include

bonuses for length of stay upon placement as well as follow-up counseling with employers and youth. The experiment in several sites with different mixes of service would cost approximately \$500,000.

5. Volunteer Youth Agency Involvement Project - Voluntary youth serving agencies--Boys' Clubs, Boy Scouts, Camp Fire Girls, 4-H, Future Homemakers, Girls' Clubs, Girl Scouts, Settlement and Neighborhood Centers, Red Cross, the YMCA and YWCA and Runaway Houses--can and should play a much more significant role in employment and training efforts for youth.

Under this demonstration, \$9 million would be provided in fiscal 1980. The funds would be distributed through a competitive process within each agency to select the best projects. The competition would be a means in itself to promote interest and to better assess the ideas and alternative approaches within the system. A core administrative structure would be supported by national organizations of the member agencies to promote and broker involvement with CETA as well as to select and oversee these projects and to provide cross-cutting technical assistance. The Department of Labor would set the broad parameters for the grants and the competitive process, and would require the involvement of prime sponsors in any funded projects.

The grants would focus primarily on service approaches where allowances or wages would not usually be paid. The activity areas would include the following:

Placement assistance including job search assistance, odd-job brokering, job fairs and job development.

Career education and vocational exploration programs of varying degrees of intensity.

Peer and adult one-on-one support, particularly with an employment orientation.

Pre-employment assistance and motivational efforts to teach youth labor market demands and more.

Basic life skills classes.

Limited-scale entrepreneurship projects.

Supportive services for participants in regular CETA programs.

Follow-up assistance for youth placed in jobs.

Counseling and support programs for juvenile offenders.

Efforts to overcome sex-stereotyping.

Language skills and acculturation training for youth with limited English speaking ability.

Employment assistance, counseling and supportive services for young mothers.

This demonstration would run for 2 years. The selection process would occur over the first 5 months. The grants would run for 15 months, 3 for startup and 12 for operation. The models would then be disseminated for use in competing for local funds on a continuing basis.

6. Consolidated Youth Employment Program (CYEP) - The Youth Employment and Demonstration Projects Act created two new youth programs operated by prime sponsors in addition to the Summer Youth Employment Program and youth effort under Title II (where youth account for half of Title II participants). It was recognized from the outset that these new categorical programs, with their differing age and eligibility requirements, would complicate local planning and delivery. The new programs were intended as temporary measures to promote change and to provide a basis for the subsequent development of a comprehensive and coordinated youth policy.

YEDPA was initially authorized for 1 year only. In the reauthorization of CETA in 1978, the new programs were extended for 2 more years, but with the clear intent that they would ultimately be consolidated. The administrative provisions of CETA require a plan for

integration no later than March 1, 1980. To fulfill this mandate for integration and consolidation, the Office of Youth Programs has mounted a Consolidated Youth Employment Program demonstration in nine prime sponsor areas which will provide a single youth grant which includes the funds otherwise available under SYEP, YETP, and YCCIP and this will be coordinated in planning and delivery with Title II youth expenditures which will be maintained. The planning for this effort was completed at the national and prime sponsor level in fiscal 1979.

The design seeks to streamline administrative requirements, to increase flexibility in planning, to individualize service delivery, to better track youth over time, to develop new performance measures for programs and participants, and to better coordinate CETA youth programs with other youth service efforts.

Under this demonstration, discretionary YETP resources will be substituted for YETP, YCCIP and SYEP formula grants. Extra costs of modification to meet new requirements will be covered. The cost in the nine sites is estimated to be \$12 million.

7. Delinquency Prevention Project - The Delinquency Prevention Project seeks to measure in a rigorous fashion the impact of three program models on the job placement, employment retention, earnings, and criminal justice involvement of "high-risk" youth.

The demonstration will focus on 16-21 year olds, unemployed, YETP-eligible youth, who are out of school, and who evidence prior involvement with the juvenile or criminal justice systems, or a substantial likelihood for such involvement in the future. In each of three sites, three service models will be made available to eligible youth: Full-time work and placement; educational, training, prevocational, social and placement services; and a "mixed" model which offers part-time work, a full range of services, and job placement. During the first program cycle (1st 6 months), eligible youth will be assigned to a specific program on the basis of vocational counselor assessments of the youth's skills, aptitudes and interests. During the second program cycle, the

youths will be afforded the opportunity to choose from among the three program models. All three program models will be implemented in each of the three sites in accordance with a single set of guidelines, so as to make possible multi-site comparisons.

In order to isolate the effects of the different program strategies, experimental and control groups will be randomly established for each program model in each of the sites. Using standardized instruments, the research component will measure the placement rate achieved by participants in each program option, the job retention rates for each group, vocational-related skills and attitudes manifested in each program model, the earnings of participants during program participation and for a period thereafter, and the rates of criminal justice involvement during program participation and for an 8-month followup period after program exit. By comparing the results achieved in Cycle 1 (the first 6-month period) with those achieved in Cycle 2, an effort will be made to isolate the effect of providing a choice to the program participants.

The estimated 1980-81 cost of the project, which was developed under a 1979 planning grant consistent with the approved 1979 Knowledge Development Plan, is \$4.3 million.

8. Mixed Income Experiments - YETP services are targeted to youth in families with an income below 85 percent of the lower living standard. However, up to 10 percent of funds are available to test the benefits to disadvantaged youth of participating in projects with youth from more affluent families. The regulations for YETP require there be rigorous experimental designs for any local efforts which provide opportunities for youth about the income cutoff. Roughly 40 prime sponsors implemented mixed income experiments in fiscal 1978, but in most cases, the sample sizes in these efforts were too small to reach any dependable conclusions about the impact on the disadvantaged.

Structured experiments have, therefore, been planned using YETP discretionary authority. In five prime sponsor areas, with preference for those which have initiated their own 10-percent tests, extra funds will be

provided for structured experiments employing disadvantaged youth alongside the nondisadvantaged, and similar youth in a like component which serves only income eligibles. Two of the projects will be for in-school youth and two for out-of-school youth. The projects will be rigorously designed and operated on a scale where impacts can be assessed. Motivation, job awareness and other tests will seek to determine the differences at entry related to family income.

Full developmental work was completed in fiscal 1979 and the projects are ready for implementation in 1980. The cost is estimated to be \$6.0 million.

9. Career Advancement Voucher Demonstration - The literature on youth unemployment clearly shows that lack of educational credentials--especially a high school diploma, but increasingly some post-secondary education--limits the entry of youth into primary labor market jobs. This demonstration project will test whether post-secondary education can be usefully and effectively provided for CETA participants. The demonstration will focus on 16-21 year old YETP eligible youth who are out-of-school and those youth currently enrolled in CETA programs who will not have exceeded 8 months of CETA participation by September 1, 1979. It will involve random assignment of youth to college and standard CETA youth programs in a manner which assures comparability of youth in both types of experiences. Other research controls will be utilized to test the relative benefits of alternative screening procedures for selecting a pool of potential project participants, use of a voucher for providing youth with free choice of post-secondary education, and varying levels of support services for project participants. In addition, the six separate demonstration project sites around the country are to have procedures similar enough to facilitate multi-site research comparisons.

The cost in 1980 and 1981 for the voucher projects is estimated to be \$3.2 million depending on the utilization rate of the educational vouchers and the success of participants in college.

10. Job Restructuring Demonstration - The potential of altering demand for young workers was to be tested in the 1979 Knowledge Development Plan. Arrangements could not be developed. It is anticipated a project could be

developed by a community-based organization in fiscal 1980 along the following lines: First, a medium-sized city would be picked with a diversified economy but manageable in dimensions. The private sector demand for youth (particularly economically disadvantaged youth) would be assessed by general sectors of the economy to identify three or four sectors (say real estate or banking) where young people are rarely hired in entry positions. Once these target sectors were identified, there would be meetings and interviews with the major employers in the labor market in these sectors to determine their experience with hiring youth as well as the willingness to try out job restructuring activities. The issues might be addressed through trade and industry associations and the like. From this would come a more detailed assessment of youth hiring patterns in these sectors, the experience with youth previously, the reservations about hiring them, as well as the identification of a few employers who would participate.

For cooperative employers in each of these sectors, several different types of entry jobs would be developed. These would be filled by youth referred from CETA and either paid by the employer or subsidized with the tax credit or with OJT. The positions would be fine-tuned and the youth tracked to determine whether they stayed in the job and advanced.

Models would be written up of the types of positions and how they fit into the employer's production function, including testimonies from employers and an analysis of the costs and benefits for the firms hiring the youth. These would be prepared in the form of packages which could be distributed to all employers in these sectors.

There would be a promotional campaign in each of the sectors in the single labor market to determine how many of the restructured jobs could be created. The number could be determined by a head count of employer pledges and follow-throughs.

The final products would be a research report indicating the number of new jobs created over the period and estimates of the potential of job restructuring, at

least in sectors where youth are underrepresented, and a manual for prime sponsors suggesting how they could do the same exercise themselves, from the assessment of the labor market to a selling of the job restructuring models. The estimated cost in fiscal 1980 would be \$.5 million.

11. Agriculture Entrepreneurship Project - The basic goals of the project are to demonstrate that agricultural entrepreneurship is a viable career objective for unemployed rural youth and that idle farm resources can become a source of income and jobs in depressed rural areas. The demonstration would explore the feasibility and value of, as well as test the effectiveness of, interagency cooperation among the participating agencies; provide job training and career counseling for rural youth that are appropriate to rural milieu and not presently available to the community; provide new job opportunities for rural youth in the agricultural sector of the economy; demonstrate that small farms can form a solid base for the economic and community development of depressed rural areas; provide interested rural youth with the opportunity, resources and assistance to acquire and operate small farms and/or farm cooperatives; generate revenue that will offset subsidies and allow for the continuous operations of the agricultural training institutions; and produce crops needed for local consumption. The feasibility issues would be carefully assessed as well as the value of the approach to the problem of unemployed or underemployed rural youth and how it affects their employability and income potential.

Five demonstration sites have been selected on the basis of geographical diversity, availability of appropriate farm training resources, and their capacity to provide unique delivery mechanisms for the provision of the intended services. These include El Rito, New Mexico; Molokai, Hawaii; Toa Baja, Puerto Rico; Eureka, California; and a site in rural Georgia. Preliminary proposals from each proposed site have been developed; and implementation planning will be complete early in fiscal 1980. At that time, it is expected that all five of the sites will be funded. The Department of Agriculture will administer the project; CSA will contribute \$200,000 per site; and the Department of Labor \$800,000 per site.

12. Summer Demonstrations - In the summer of 1979, all available discretionary SYEP resources were used for evaluations of the program and for structured demonstration projects. The demonstrations tested alternative approaches for solving specific problems or bolstering specific aspects of SYEP. While these provided important information, they should be continued another year with full knowledge development activities in order to determine the learning curve effects once the programs have settled down. The following demonstrations would be considered for refunding:

a. Recruitment and Training Programs, Inc. (RTP), provided needs assessment, career exploration, motivational training, consumer education, counseling, placement and follow-up services for 480 SYEP-eligible youth who were high school graduates or dropouts in order to test the transition potential of the summer program. Using a randomly selected control group, changes in attitudes, career awareness, and job knowledge and other variables were assessed over the course of the summer. There was a comparison of termination status and a 2-month followup to determine placement rates and education progress. There were 4 project sites.

b. The Human Resources Development Institute (HRDI), building on its experience under the summer Vocational Exploration Program, provided counseling, supportive services, union orientation and job placement assistance to 245 high school graduates enrolled in SYEP in 1979. The prime sponsors in seven selected sites enrolled youth, paid their allowances or wages and handled other administrative functions. HRDI, through its field network, developed worksites which would expose youth to a variety of skills, and provided services and assistance to enhance future employability, particularly helping them to access opportunities in the unionized sector. A control group of high school graduates SYEP participants who did not receive these special services was selected in each site and followed up both 3 and 6 months after the termination of the program.

c. The National Urban League (NUL), in three sites, identified youth in transition who were performing well in their summer jobs. They were given

an array of pre-employment services to supplement the work experience and they were placed in private sector jobs as well as given worksite followup for 3 months into the fall. There was a control group of youth who did not receive these extra services in order to determine impacts.

d. SER/Jobs for Progress conducted a project in six separate sites to assess ways to use SYEP to encourage return to school. A fourth of the 1,000 participants were dropouts, one-half high school students and a fourth high school graduates. These youth received services focused on returning them to school or continuing their education including career counseling and assistance in securing in-school work experience. There was a sample of youth who did not receive the educational-oriented services.

e. Under the Vocational/Educational CETA Summer Youth Program, the Office of Youth Programs transferred funds to the Bureau of Occupational and Adult Education in the Department of Health, Education, and Welfare which, in turn, provided grants to four selected institutions of post-secondary vocational education with an emphasis on minority institutions. They offer a combination of classroom training and work experience to high school seniors, dropouts and first year post-secondary vocational students to motivate them to pursue further vocational education. The project served 300 youth. A control group was selected at each site of youth who did not receive services.

f. Under agreement with the Office of Education, the Department of Labor transferred funds to the Bureau of Higher and Continuing Education for six projects which served 500 Upward Bound participants-- disadvantaged youth in their junior and senior years of high school who were exposed to a college setting over the summer in order to encourage their continued education. These youth were provided part-time work and a career-related curriculum. The aim was to determine whether the earnings could improve the attractiveness of the program and the propensity of participants to continue on to college.

g. Opportunities Industrialization Centers of America conducted summer career exploration projects in seven different sites serving 1,800 youth of whom 450 were referred from the criminal justice system. Modeled after the Cadet Intern Concept of Reverend Leon Sullivan, the program heavily emphasized motivational training, career exploration, consumer education, needs assessment, supportive services and work where appropriate in order to determine whether the summer experience could reduce juvenile delinquency and crime and could alter the attitudes, aspirations and awareness of youth with serious problems. There was a randomly assigned control group, pre- and post-tests and a 3-month followup to determine outcomes.

h. To test the impact of a motivational experience for SYEP participants, the NFL Players Association together with a consortium of unions operated summer camps in five cities which provided SYEP participants from surrounding areas 1- to 2-week programs of motivational training, career exploration and sports training. Sports figures played a key role in the recreation which was supported with Community Services Administration recreation money under an interagency agreement. A sample of regular summer participants and camp participants followed up to determine whether this short-term intervention improved their summer experience and its impacts.

In the summer of 1980, these disparate demonstrations would be fine-tuned based on the 1979 summer experience. The cost would be an estimated \$11.0 million. All research activities could be continued so that the 1979 experience could be compared with that in 1980.

New Initiatives

This agenda of existing and developed projects is quite extensive; however, there are several focus areas where new initiatives are required. First, evaluations and demonstrations have suggested several program dimensions which need improvement. Second, alternative design and delivery approaches have emerged which need to be tested. Third, continued attention is required for the problems of special needs groups in order to develop models which can be applied throughout CETA to increase youth service levels.

1. Program Improvement Efforts - There is room for improvement in current programs, particularly in the areas of vocational training, use of allowances for incentives, better use of technology including computers, enrichment of work experience, and follow-up on nonpositive terminations.

a. Vocational Improvement Effort - The Job Corps initiated a major experiment in fiscal 1979 to test alternative basic education approaches. It also evaluated the effectiveness and impact of all vocational offerings in Job Corps centers. Alternative vocational curricula were reviewed. For fiscal 1980, it would then make sense to initiate controlled tests of vocational approaches to determine which would most effectively serve Job Corps youth. This would include tests of computerized learning procedures as well as different sequencing of experience based learning, work and classroom training. The experiment would be piggybacked on top of the Educational Improvement Effort and could be accomplished for approximately \$200,000 in discretionary resources for evaluation and experimentation, with Job Corps program funds utilized for course materials and equipment.

b. Wage and Allowance Experiments - The major portion of expenditures for employment and training programs for youth go directly for wages, salaries and allowances for youth. For the most part, programs simply pay the minimum wage for both wages and allowances. There are, however, possibilities of trainee exemptions under CETA, and there are allowance waiver procedures. Incentive allowances are also possible. It is important to experiment with alternate payment methods. The use

of bonuses and educational stipends might improve retention, completion and performance in programs. Likewise, the elimination of arbitrary payments might make it easier for CETA to link with the education system. There are structures in the law which need to be scrupulously maintained, but there is room for experimentation. The cost is essentially that of evaluation presuming several prime sponsors can be encouraged to participate within their current flexibilities. The 1980 estimated cost would be \$300,000.

c. Computerized Assessment - There is a battery of standardized tests which have been developed to assess motivation, occupational awareness, aptitudes scholastic achievement and the like. It should be possible to standardize these tools into a simple assessment package which could be developed for a programmable mini-computer which could be made available to all prime sponsors at an extremely inexpensive rate. The developmental work would require validation relative to personal assessments of counseling experts. This would be a supplement rather than a substitute for other counseling tools. The cost would be an estimated \$300,000.

d. YACC Enrichment Demonstration - YACC emphasized employment and provides little in the way of employability development services. It is important to test in the conservation setting whether enrichment through education, counseling and other services results in more positive outcomes. Enriched components would be added in a sample of residential camps and nonresidential sites. The experience of participants in these sites would be compared to the experience of other enrollees. Regular YACC funds would be used for this purpose with YETP covering the evaluation.

There would be two focus areas: Linkages to higher education and transition services. These efforts were approved in the 1979 Knowledge Development Plan but no agreements could be developed with the Departments of Agriculture and Interior. The assessment of these projects would be combined with an overall evaluation of the program. The evaluation cost would be approximately \$400,000 in fiscal 1980.

e. Job Corps Follow-Through - The placement system in Job Corps has been criticized by GAO. Many participants apparently receive no help in readjustment or job search after leaving the program. On a demonstration basis, in a single State, arrangements might be made for individualized followup of each trainee reentering the State. Nonpositive trainees might be offered another chance in Job Corps in a training program or center more compatible with their needs. The delivery agent would handle placement and would have a set-aside of IWEF slots to get youth into jobs. The aim would be to test whether these approaches could shorten the readjustment period and could lend to an improved rate of return to Job Corps for those who could benefit from its services. The operational cost would be from Job Corps funds with discretionary youth resources covering the evaluation costs which would be approximately \$250,000.

f. Second Chance Program - The average youth participant in CETA remains less than 6 months. Many of the "nonpositive terminations" could benefit from follow-up and continuing assistance. In fact, they are the ones who need help the most. While they might wander back into CETA programs in the future, the services they receive are rarely adjusted in light of the problems previously encountered. There are few mechanisms to insure continuity of service.

One approach is to utilize a community-based organization which can develop special expertise in the methodologies. It might be useful in this case to concentrate on youth with special problems such as those with illness, behavioral disorders, substance abuse problems or criminal involvement. The aim would be to insure careful one-on-one followup to provide the specialized assistance they might need and to package a model which could be sold to prime sponsors by community-based organizations. The cost in fiscal 1980 would be an estimated \$1.0 million.

g. Parental Involvement Demonstration - The education system makes an active effort to involve parents in school-related activities, and parental involvement is considered a key to successful education.

There are ways parents could be more involved in employment and employability development efforts. The mechanisms include parental contact and cooperation in evaluation of employability development plans, worksite "report cards" for young teenagers, training of parents to teach their sons and daughters more about the labor market, clubs and activities to involve parents and participants in career development and job search, and employment of parents in programs to serve in varying capacities on a part-time basis. There are few models for such activity, much less any test of whether they are worthwhile. Under this demonstration, several efforts would be initiated by prime sponsors or community-based groups. Discretionary funds would be utilized to augment regular programs and to provide for the evaluation. The cost would be an estimated \$1.0 million.

h. Private Sector Career Development Awards Programs - There are too few incentives for participants in CETA youth programs and too little recognition of achievement. Under the 1979 SYEP, the Xerox Corporation donated one-half million dollars for recognition and support of exemplary summer programs and participants in selected sites. Conversations with business executives have indicated a willingness to augment government efforts which will recognize and reward exemplary economically disadvantaged participants. The aim of this project would be to administer Corporate Career Development Awards expected to total in excess of \$2 million annually to be given to selected CETA youth participants. The Business Roundtable would administer this effort. Once adequate pledges were secured, discretionary funds would support the administration of the project until it would hopefully become self-sustaining. The estimated cost is \$100,000.

2. Design and Organizational Alternatives - The CETA planning, funding and delivery system involves a set of implicit approaches for the design and organization of activities. Localized programs are rarely multi-year in nature because of 1-year funding. Projects tend to be small in scale, stressing entry level work, because concentration is not politically tenable. There are alternatives which need to be tested.

a. Comprehensive Opportunity Project - This demonstration would seek to develop a prototype of multi-year, comprehensive services, individualized entitlement program and to test its impacts on youth. The project would be designed as follows:

A geographical area would be selected in a central city. The area would be defined so that it had some definable boundaries and so that it contained approximately 500 youth ages 14-17. An attempt would be made to register all 14- to 17-year olds in this area, to assess their needs and potential, and to develop an employability plan and record. They would be tracked and assisted through age 21.

A Human Research Development Account would be established for each individual. This would provide funding for work experience, transition services, remedial education and other requirements for employability. The funding would be based on unit costs of different types of services, assumptions about what youth need, and estimates of what can be provided from available resources. The "guarantee" might be defined as 6 months of remedial education; 2 years of transition services in school and/or 6 months outside; two summers of subsidized work experience and two of in-school work for students or 1 year of "aging vat" work experience for out-of-schoolers; or 1 year in a transition job either in the public or private sector. The total cost of this package might be, say, \$20,000 for each youth. Existing programs might, on the average, provide \$10,000 worth of such "entitled" services. The project would provide the remainder. Total cost would depend on take-up rates by youth, but the entitlement would be real.

The project would be operated by OIC/A, probably in Philadelphia, where it has already established many of the service components. OIC would create a comprehensive service unit in the area to arrange for all prescribed services. It would arrange transition services and summer employment as well as remedial education. Entry employment experiences, as well as more advanced ones in the private sector, would be created for out-of-schoolers. In addition to employment services, there would be a set of activities for all participants stressing broad development and self-help approaches,

including motivation training and job search assistance. The levels of such programs would be adjusted over time based on the individual employability plans. In the first several years, because of the ages of participants, transition services and aging vat programs would receive priority. As youth aged, private sector oriented activities would become more important in the mix.

The program would serve the 14- to 17-year-olds as they aged and would extend services to new residents as well as those reaching the entry age level. Youth in school or out of school but not yet having attained any skill or demonstrated work maturity would be considered cadets. The youth would become interns when they attained basic awareness of the world of work, demonstrated maturity on a job, and had completed high school, a GED or could clearly not be convinced to return to school. They would then become interns eligible for transition jobs in the public or private sector. Once completing these jobs and securing employment, they would become "mentors" and would be solicited to work on a continuing basis with the project as role models. Likewise, the interns would work with the cadets on a continuing basis. Parents and community members would also be involved on a volunteer basis to serve as "mentors" using a Big Brother-Big Sister approach with a focus on employability.

There would be a set of simple standards of performance for youth in the demonstration. The "entitlements" would be conditional upon effort and accomplishment. If participants would not perform adequately in training or work, they would be moved to remedial components in order to further prepare themselves. There would be second and third chances, but at each step there would have to be acceptable performance to stay in the service unit or to move forward. Wage and allowance payments would be designed to provide incentives for moving forward and for personal accomplishment. The cadets age 14-15 with no previous work experience might be paid the learner's wage. Interns, on the other hand, would be placed in jobs above the minimum wage insofar as possible. Allowances for nonwork activities would be designed for their incentive effect.

The project would be run as a multi-year demonstration. A sampling of youth outside the entitlement area would be tracked periodically to determine all aspects of change to be compared with youth who receive more intensive assistance in the COP.

The estimated cost for the first 2 years would be \$4.5 million with \$2.5 financed under the Entitlement program. The evaluation would be undertaken as an extension of the Entitlement research.

Labor Union Youth Employment Intermediary - The Youth Employment and Demonstration Projects Act (YEDPA) encouraged the participation of organized labor in youth programs, authorized expanded apprenticeship activities, and introduced new procedures for notification and consultation with organized labor in order to avoid displacement and to assure competitive wage levels. Under the youth programs, there has been a positive record of interaction between CETA prime sponsors and local organized labor. A range of demonstration projects have been initiated at the national level which involve the labor community. However, these efforts have been limited by the lack of scale, continuity and comprehensiveness and union "ownership" of the delivery mechanism.

This demonstration would establish a nonprofit intermediary corporation by a consortium of construction unions with a board of directors representative of these unions. The intermediary would have a staff responsible for mounting and administering several action projects as well as serving as an information conduit to local organized labor on youth employment issues. Specifically, the intermediary would perform the following functions:

First, it would directly receive youth program funds which would be used to payroll youth working on public Davis-Bacon projects in five selected geographical areas. Special components would be developed which would integrate these young employees with other workers. They would serve in a learning capacity. The intermediary would, subsequently, seek to place them in regular apprenticeship or entry jobs when they attained an adequate level of competence.

Second, a large-scale public housing project would be selected where extensive modernization would be required. A 3-year plan would be developed for renovation, weatherization, and crime control. The intermediary would plan and administer the project with joint funding by the Departments of Labor and Housing and Urban Development. The project would be comprehensive, involving all major skill levels and crafts with work ranging from the entry level to journeyman employment within the project. Insofar as possible, young persons from the public housing project would be employed.

Third, the intermediary would contract with community-based organizations involved in HUD's urban homesteading program where multi-family unit renovation occurred. Under this initiative, CBO's are being titled to urban properties and are then responsible for renovation. If these projects have more than eight units, they are subject to Davis-Bacon coverage. By contracting with the intermediary, the CBO could accomplish the work more cheaply than otherwise because the youth worker wages would be paid by CETA funds through the intermediary. There would be skilled work consistent with Davis-Bacon. The highest quality training would also occur. This would also involve labor unions in a potential growth area.

Fourth, the intermediary would provide technical assistance to prime sponsors and local organized labor around the country who would be interested in mounting similar projects. It would be funded with a set-aside of youth program resources.

Fifth, the intermediary might develop other projects in growth industry areas such as solar energy, conservation, weatherization or handicapped access. These would be multi-year projects with multiple skill levels. It is understood that such projects would only be considered after the other activities were well underway.

The cost of this effort would be approximately \$3 million for 18 months with funds from HUD for the public housing and urban homesteading projects. This project would be operating beyond 1980 and would involve a continued commitment.

3. Projects for Special Needs Groups - The youth initiatives do a good job of targeting on economically disadvantaged young persons. However, there are significant segments of the youth population which need more attention. These would include handicapped youth, solo parents, offenders and other troubled youth, as well as youth isolated in rural areas.

a. Handicapped Youth Projects - The limited CETA efforts for handicapped youth have focused on mainstreaming, enrichment and basic life skills acquisition more than employment in regular work settings. It is the fate of many handicapped youth to continue in sheltered workshops and never get the opportunity for meaningful self-support. At the same time, many firms are under pressure to meet affirmative action requirements for the handicapped. Sheltered workshops rarely serve to provide trained employees; in fact, they tend to hold onto those who become productive. Vocational rehabilitation agencies sometimes ignore youth while schools have few linkages to employers. There is a need for modeling and demonstration activity.

(1) Handicapped Youth Transition Project - This concept was developed by Control Data Corporation which would be administered jointly with a community-based organization. The project would operate in three sites for 2 years.

First, a team would be established in each site to recruit employable handicapped youth from vocational rehabilitation agencies, sheltered workshops, schools and other agencies. The team would develop a detailed individualized profile on each recruit, specifying strengths and weaknesses.

Second, another team in each site would work with the private industry council and would undertake intensive job development in the private sector. Detailed job descriptions and requirements could be prepared for each job offered by participating companies.

Third, individuals and jobs would be rotated, hopefully giving each handicapped youth a choice of three or more settings. The individual would then be given some hands on occupational exploration and would select one of the offerings.

Fourth, the youth would be placed in a "sheltered" setting within the firm or plant. He or she would work one-on-one with a trainer learning all the steps of the job. Here, the aim would be to learn all the tasks required on the job without regard to the speed of performance.

Fifth, advanced but still sheltered work would place the youth in an actual production setting under the guidance of a "mentor." The mentors would be regular company employees who would serve as "job role models." Once the youth demonstrated proficiency and speed, he or she would become a regular employee.

Sixth, at each step the individual and the family would receive counseling and other support services.

The demonstration project would be operated in three sites. It would seek 100 placements in each site. The aim would be to develop a model which could be replicated by Private Industry Councils and community-based groups to better serve this important target group. The cost would be approximately \$1 million.

(2) Support Services Demonstration for Handicapped Youth - There are limited linkages between vocational rehabilitation agencies at the local level, special education personnel who deal with handicapped youth, and CETA prime sponsors. One way to explore and promote such linkages would be to establish a Support Service Coordination Team in four selected localities in the Nation. These positions would be funded only where local agreements have been negotiated between VR treatment agencies, CETA and the schools.

The missions of these coordinating teams would be as follows:

First, they would survey all formal and informal linkages between CETA, VR agencies and special education components in the localities. Participants

and unsuccessful applicants in CETA youth programs as well as supervisors would be interviewed by a common instrument in order to determine the possible need for supportive services. Youth participants in special education components in the VR caseload would be interviewed by a common instrument in order to determine their work experience and qualifications for employment and the potential benefits they could achieve from participation in employment and training programs.

Second, the coordinators would seek to arrange linkages between the three systems. CETA handicapped youth would be given special supportive services as needed through arrangements by VR. Handicapped youth in VR and special education would be slotted into CETA programs. Handicapped programs might be provided funds for hiring limited numbers of youth, for instance, in the summer, as a complement to education efforts.

Third, the coordination teams would include at least one analyst or researcher. Each activity would be documented and assessed, i.e., there would be reports on interrelationships between CETA, rehabilitation and education agencies, the needs of CETA youth, the employment requirements for youth in these VR and education caseloads, the possible linkages which would be established and the success of these models.

The project would be jointly monitored by the Departments of Labor and Health, Education and Welfare under the terms of an interagency agreement.

The estimated 18-month cost of the program in three sites would be \$600,000.

(3) Under the State YACC program, funds would be provided for hiring handicapped young persons. Several models would be tested in each of these selected States. The models would include residential and non-residential approaches, those emphasizing work and others with a greater service orientation including an "outward bound" experience, and those operated as separate components vs. individual assignment. The projects would be studied under a single evaluation framework. The cost, assuming sharing from State YACC funds, would be \$1 million.

b. Special Efforts for Solo Parents - The incidence of birth out of wedlock continues to rise among young teenagers, particularly minorities. A recently completed survey of poverty areas revealed that over half of all 19-year-old females who were poor and who had not completed high school had a least one child; only a small minority were married.

Young women are underserved in youth employment and training programs, but young women with children receive even less attention. Under the Work Incentive Program, emphasis is given to serving AFDC recipients with older children, hence, few young teenagers are assisted. The reasons are clear: The employment problems of young women are complex enough, and the problems related to motherhood compound the difficulties. Treatments for this group are not likely to be as successful as those for other groups. The services will generally be more expensive while the linkages and packaging necessary to have any success are difficult to achieve. Finally, there is limited information in the CETA community about how best to reach and assist young teenage mothers.

A coordinated research, demonstration and replication effort is, therefore, needed to increase services to young mothers under CETA. The approach would be as follows:

(1) Existing youth programs at the local level would be assessed to determine the extent that young mothers are being served in both special and regular components, the service strategies and the linkages to provide these services. Alternative and innovative approaches would be identified and the common elements would be assessed. A technical assistance guide and perhaps a film would be prepared to aid prime sponsors in implementing programs. The survey results would provide needed information concerning the impact of youth programs.

(2) A small working conference of experts has been convened to develop 10-15 models of possible interventions. Some of the ideas that have been discussed include self-help clubs, pairing of young mothers who have "made it" with young women having their first child, working with multi-generation welfare families to see if their problems can be addressed as a unit and projects focusing on upward mobility, i.e., getting

better jobs rather than just entry jobs. The conceptual models will be fleshed out and 5 to 10 will be implemented on a demonstration basis by selected grantees. The funding will come from OYP through the Women's Bureau which would administer the projects. In each case, there would be an effort to refine the model so that it could be replicated by prime sponsors.

(3) In order to solicit and identify the creative ideas which exist in the CETA system, OYP would initiate a competitive grant program through prime sponsors. In the competitive selection, consideration would be given for innovative ideas, linking with other sources of funding and use of community- and neighborhood-based groups as well as the administrative feasibility and demonstrated effectiveness of the proposed deliverer. The competition would help to focus interest on young mothers and would serve as a source of information about the types of activities and the innovative ideas in the system. Approximately 10 grants would be funded through the ETA regions, with the Women's Bureau responsible for selection, for approval of demonstration elements, and for assessment and modeling. Again, there would be an effort to refine the models so that they could be replicated by prime sponsors. The funding would consist of resources reallocated to the regions under the CYEP approach.

In cooperation with OWIN and OPER, OYP would contribute to a set of demonstration projects young mothers to be operated by MDRC. These would serve to refine service model options.

All these projects would be assessed by a single design that would focus on process as well as impact. The aim would be to develop a set of replicable models as well as to find out what works best for young parents. The net cost from discretionary funds would be \$2.65 million in fiscal 1980.

c. Interventions for Troubled Youth - There are many youth who cannot participate successfully in employment and training because of behavioral problems, substance abuse or other difficulties. Two major initiatives are planned in fiscal 1980 for such youth.

(1) Troubled Youth Intermediary Demonstration - Traditional educational and employment programs are often unresponsive to the compound needs of troubled youth. To deal effectively with this target group requires comprehensive support, continuity of assistance and multiple chances; this in turn, demands a delivery mechanism which can provide a full range of services on an individualized basis.

Local youth services providers have found it very difficult to package programs that offer employment and training complemented by the necessary supportive services because of the multiplicity of funding sources from the Federal level. There are high costs associated with packaging as well as conflicting regulations which serve as barriers to the development of effective programs.

One approach to achieve coordination is the use of a public/private intermediary corporation to provide technical assistance, information, evaluation and support to public and private youth serving agencies. The national public/private corporation would serve an active brokering function between Federal agencies, foundations, and local service delivery programs, marshalling local resources and targeting Federal dollars to promote program designs directed at troubled youth. By combining public and private resources and approaches in a single organization, by bridging local and Federal concerns, by combining an action orientation with technical expertise, evaluative capacity and adequate resources to overcome the short-term orientation demanded by the funding availability of most programs, the intermediary will serve as a catalyst to cement relations between disparate institutions and programs while promoting more comprehensive and efficient packaging.

The primary responsibilities of the new intermediary would be as follows:

- to provide detailed technical assistance and packaging support to local agencies during the design stage of multi-service projects to be funded by existing Federal and local programs;

- to design "model" projects for troubled youth and to support and implement these locally through other agencies;

- to assemble and disseminate information about programs and policies relating to troubled youth. Federal resources for these youth; exemplary multi-service projects; and pertinent research efforts;

- to conduct evaluation efforts to carefully measure what types of multi-service youth program models work best for whom;

- to provide a continuing independent assessment of youth policies and programs to identify possibilities for changes at the Federal and local level which would eliminate barriers to multi-service approaches, and recommend improvements, and

- to stimulate and support locally initiated multi-service programs which show significant potential for replication as a program model.

The intermediary concept has been fully developed as a partnership which would be carried out under inter-agency agreement with three other agencies, the Departments of Justice, Agriculture and HEW, under the auspices of the President's Interagency Coordinating Committee on Youth. The Law Enforcement Assistance Administration would play the lead role in this effect. All administrative arrangements have been made and the project is ready for implementation at the beginning of 1980. The Department of Labor would contribute \$2 million and the other agencies would contribute \$4 million.

(2) Support Services Demonstration for Substance Abusers - Alcoholism and drug abuse are major problems among youth and certainly among those who participate in youth programs. While supportive service arrangements are made for some youth under CETA local programs, and while there are isolated drug treatment and alcoholism prevention projects funded at the local level, the substance abuse issue has not been given wide attention in CETA. Likewise, there are graduates from drug and alcoholism programs who are ready for and need jobs if they are to continue toward full rehabilitation. More information is needed on the subject as well as models of coordination.

An initial step in this direction would be to establish Alcoholism and Drug Abuse Coordinating teams in three selected localities in the Nation. These positions would be funded only where local agreements have been negotiated between drug treatment agencies

and CETA. These coordinating teams would survey all formal and informal linkages between CETA and drug treatment agencies in the localities and would analyze the success rates of participants who were substance abusers. Participants and unsuccessful applicants for CETA youth programs as well as supervisors would be interviewed by common instruments in order to determine the possible need for supportive services. Likewise, youth participants in drug treatment programs would be interviewed in order to determine their work experience and qualifications for employment. The coordinators would, then, seek to arrange linkages between the two systems. CETA youth would be given drug screening and information about drugs, including the use of peer counseling by substance abusers now in treatment. Referral arrangements would be worked out for participants with substance abuse problems. Nonpositive terminees from youth programs who are suspected of drug or alcohol problems would be followed up for intensive treatment. Drug treatment programs would be provided funds for hiring limited numbers of youth as counselors, outreach workers, and the like. Employment and training slots within the CETA youth programs would be set-aside for referrals from drug treatment agencies.

The coordination teams would include at least one analyst or researcher (as well as one youth trainee who himself had a substance abuse problem). Each activity would be documented and assessed, i.e., there would be reports on interrelationships between CETA and drug treatment agencies, the needs for CETA youth, the employment requirements for youth in drug treatment, the possible linkages which could be established and the success of these models. The result would be a comprehensive technical assistance guide for CETA and drug abuse agencies. There would be a central research and administrative agent responsible for the entire set of activities.

The project would be jointly developed by the Departments of Labor and Health, Education and Welfare under the terms of an interagency agreement. A three-member advisory committee would be selected to pick the sites and the research agent.

The estimated 18-month cost of the program in three sites would be \$.6 million.

d. Rural Youth Initiatives - The problems of rural youth are quite different from those of young persons in urban areas. Isolation, lack of contact with the labor market and limited socialization opportunities, all offset their adjustment. For migrant and Indian youth, cultural issues accentuate the differences.

Special programs and designs are needed. A range of rural initiatives were put in place in 1978 and 1979. These would be supplemented by the following initiatives:

(1) Rural Citizen's Rights Project - The NAACP will demonstrate the effectiveness of utilizing disadvantaged high school students and recent law school graduates to provide specialized legal services, and citizens' rights training to employment and training program staff and CETA program participants in rural areas of substantial unemployment.

The NAACP has had a long-standing commitment to ensuring that minority persons are afforded the full range of legal rights and remedies. A critical factor to realizing legal rights by minorities has been access to the system and knowledge of the rights and remedies available. Typical problems of particular concern in the minority community which require legal attention and knowledge are: tenant/landlord issues; financial contracts; rights of the accused; voter registration; legal education for consumers and participant or client rights.

Under this project, the NAACP, in cooperation with the Street Law Institute and under the direction of an experienced advisory committee, will develop a curriculum to be utilized in the training of citizens' rights teams consisting of one recent minority law school graduate and three minority high school students, and another curriculum for use by these teams in training community residents, employment and training staff members, and CETA program participants. In addition, the NAACP and the Street Law Institute will cooperatively develop several action project models which will seek to apply concepts of citizen's rights to meeting community

TRANSLATING KNOWLEDGE INTO POLICY

The knowledge development activities under the youth initiatives represent the largest and most carefully structured effort in history to apply research, evaluation and demonstration techniques to examine a social problem and potential solutions. Even with rapid implementation and quick turnaround of findings, the results in many cases will not be available for several years. For instance, under Entitlement some youth will participate for 3 years and will then be followed up for a full year subsequently with the results not available until 6 months later at earliest. Most of the demonstrations to be initiated in 1980 are for 2 years and will not yield evidence on impacts until the end of that period. The new longitudinal survey of youth will yield new information for 5 to 10 years depending on how long it is extended. Obviously, "knowledge development" and the concomitant policy reformulation must be a continuing process, with the full payoff of 1978-1980 investments coming over many years.

Stable mechanisms must be established for assessment of the information as it comes available, as well as for translation into policy terms and widespread dissemination. Balance must be achieved to assure that there is objective, multifaceted involvement in this assessment process. To supplement limited analytic resources within the Department of Labor, and in order to achieve independent perspectives, it is critical that a full range of outside mechanisms be utilized.

1. Minority College Involvement Project - Public policy interventions to improve the employment status of minorities, women and the disadvantaged have almost exclusively focused on entry opportunities. For the most part, these interventions have been short term with limited followup. Their primary aim is to find work for those who are unemployed. Correspondingly, the gains to participants have usually been short term, reflecting greater stability of employment rather than increased wages. Through human resource development investments, employment

and training programs have sought to provide better access to existing entry opportunities. There has been comparatively little effort to alter existing employment structures or to work within them to provide career ladders. Research into the internal labor market has revealed the crucial importance of gaining access into job structures with career potential, as well as the importance of being able to navigate within these job structures. The intractability of race and sex income differentials suggests the need to move beyond concern with employment opportunities to concern with career opportunities, and from programs which aim at employment to those which aim towards access and realization of career progressions.

There is much that can be learned about the career advancement and mobility process from the knowledge development projects initiated in 1978-1980. This is a major dimension which needs to be exploited.

By the same token, minority institutions need to be involved in the research and demonstration process to a greater degree. "Knowledge is power" and, to date, there has been little effort to develop the capacity of these institutions to compete for research and demonstration funds. It is, therefore, proposed that a consortium of minority colleges and universities be formed as members of a Career Advancement Institute. The Institute would have three fundamental roles:

1. It would conduct research on the causal factors which promote and inhibit career survival and upward mobility for minorities and women in different occupations and industries including the military and the public sector.
2. It would coordinate, assess and conduct a series of demonstration programs to explore public policies which might be used to enhance career mobility and advancement of minorities and women.
3. It would sponsor forums and develop policy statements on issues affecting advancement and mobility including analysis of the results of demonstration projects funded under YEDPA.

The Career Advancement Institute would be structured as a nonprofit intermediary with a Board of Directors representative of the consortia of minority universities. The Career Advancement Institute would have three divisions:

1. Research Division - This would focus on "action research," identifying targets of opportunity for public policy interventions. It would issue a series of research reports on the issues including an early summary and assessment of available literature. Part of the process would be a dissertation grant program providing support to minority, disadvantaged and female researchers who would be exploring mobility and advancement issues.

2. Policy Assessment Division - This would hold conferences and seminars on mobility and advancement issues. It would prepare policy statements. It would assess legislative developments and governmental decisions. Finally, it would coordinate groups and researchers involved in different aspects of mobility and advancement issues.

3. Demonstration Program Division - This division would mount action programs aimed at determining how best to overcome barriers to mobility and advancement. These projects would be integrated with research activities and would provide an input into the policy assessment process.

The Department of Labor would provide support for the primary activities of the Institute. The Employment and Training Administration's dissertation grant program has a demonstrated payoff in attracting the highest quality new researchers into critical policy research. It would be possible to fund such an activity through an intermediary. There would be a double social utility in that disadvantaged minority and female researchers would be supported in the advancement of their careers while a structured research base could be prepared on mobility advancement issues. Ten \$20,000 2-year dissertation research grants would be given to MA and PhD students each year at minority member colleges. Second, the Institute might be used to assess how CETA programs could have a

greater impact on career opportunities as well as what is now occurring within the system. This would be done through a research grant with the Office of Youth Programs. Third, the Institute might mount demonstration programs which have already been conceptualized and approved. The 1979 Knowledge Development Plan called for a demonstration to "test the feasibility of providing information focused on youth who have already entered the labor market and have a good possibility of being stranded in secondary jobs. The target groups would be economically disadvantaged 19 to 21-year-olds, with the information individualized to consider previous job experience and attained skills and with advanced education in minority institutions." Obviously, such a demonstration would be central to the work of the Career Advancement Institute.

The funding for establishing such an Institute might come from private foundations. However, the action items would support the staffs in the three divisions. The cost is estimated at \$2.5 million.

2. Minority Research Perspectives Project - A major focus of research efforts has been to determine the cause of racial differentials in employment, earnings and occupational advancement of youth. By its nature, research rests on hypotheses, methodologies and interpretations of evidence which leave room for bias. It remains a fact of life that minorities are underrepresented in the research community, so that most of the work which has been completed to date has been undertaken by nonminorities. There is a need for reassessment of the methodologies and conclusions of this labor market research. This can be accomplished through a process in which major research papers are submitted for review by minority experts. A conference might then be held on the subject. The arrangements could be made through a minority college. Since most of the research work on racial differentials has already been completed and since reviews would take less time than the initial research, it should be possible to arrange for such a conference by December 1979 so that it could still have input into the policy formulation process. The cost would be approximately \$150,000.

3. Minority Research and Demonstration Participation Project - Resources for research evaluation and demonstration activities related to social programs have been increasing rapidly with the greater emphasis on experimentation and accountability. Most Federal, State and local agencies responsible for funding such activities are under mandate to utilize minority and minority college research agents whenever possible. There are a number of small firms which have been established to meet this market, of which only a few have developed to even a moderate degree due to the small proportion of all Federal research, evaluation and demonstration funds which end up going to minority firms. There are a variety of reasons. Established larger firms have developed specialized units to identify and secure funding. In many cases, the individuals who head or are hired by these firms have extensive and continuing contacts with Federal officials. From the other perspective, the bureaucracies responsible for distributing research, evaluation and demonstration funds are frequently unfamiliar with or uncertain of the capabilities of the usually smaller minority firms and minority college research institutes. There is no mechanism for packaging these groups together to bid on larger-scale projects, so that most of the minority firms end up as subcontractors and have to work on smaller projects. The bidding, paperwork and uncertainties of operating numerous small projects reduce profitability and growth potential. Finally, there is no system for developing capacity. Many firms which can deliver an adequate product fail because of lack of bridge financing or administrative skills. They could succeed if given some help.

One potential way to meet this need is to create a non-profit intermediary organization to serve as a broker, a large project manager, and as a developmental mechanism.

The project would be funded with OMBE and/or CSA resources. It would hire a range of the best research, evaluation and demonstration experts and managers with an attempt to attract some of the most skilled in the Nation as well as those committed to building research potential in order to achieve greater equity. The full cost of these packaging and assistance efforts would be financed on a continuing basis in order to aid smaller minority firms.

The intermediary would be formed under the terms of an interagency agreement which would commit several Federal agencies to set-asides of research, demonstration and evaluation resources to be arranged through the intermediary. The activities themselves would be conducted by 8a and minority firms, community based organizations and minority colleges and could be handled through procurement procedures established to increase the funding of such groups. The cooperating agencies would agree to try to make this approach work in order to increase the proportion of funds going to minority and community based institutions.

The nonprofit intermediary would be structured with a board of experts in research demonstration and evaluation activity, with care to avoid conflict of interest. So far as possible, this would be an active board which would help in identifying, developing and guiding projects. There would be three divisions within the intermediary:

Brokering Division: This staff would identify minority firms, minority college research institutes and community based organization research agents. It would seek to assess the capabilities--both weaknesses and strengths--of these groups. It would identify the spectrum of research and demonstration fundings available. It would establish a two-way communication network, making firms and institutions aware of opportunities and decisionmakers aware of the capabilities of these firms.

Development and Assistance Division: This staff would have a range of expertise to assist minority firms, research institutes and community based organizations. It would identify a team of consultants throughout the country who would be available for aiding these organizations, and, where appropriate, it would arrange for needed assistance either from these consultants or in-house. The division would also serve as a clearinghouse or market for matching talented individuals with job opportunities in minority firms, research institutes and community based organizations.

Management Division: This division would manage large-scale projects which would involve the coordinated work of several smaller agents. Every effort would be made to assure that the intermediary would not compete for projects which could be secured by existing minority and community based groups. The aim would be to mount projects such as supported work or the Entitlement program.

The intermediary could be established quite rapidly. The five keys would be adequate startup funding, an interagency commitment to work with and through this group, very careful selection of board members to identify those committed to this effort and with extensive expertise, very rigorous selection of staff to insure the highest quality at all levels so that the intermediary can successfully perform its functions, and maintenance of demanding performance standards for subgrantees to insure quality control. If the intermediary proved successful at the Federal level, it might eventually be possible to regionalize operations.

Without minimizing the difficulties of establishing such an intermediary and making it successful, it appears that there is enough potential to justify the risk. It would represent a very visible, cooperative effort to solve a real and critical problem.

There would essentially be no cost to the Department of Labor. The research and evaluation work set aside for this intermediary would be from that already outlined for projects in this plan.

4. Institutional, Dissertation and Small Grant Support - The Employment and Training Administration's Institutional Grant Program has helped to build employment and training expertise at a number of colleges and universities around the country. As one part of the process, it might be possible to provide support for assessment of specific knowledge development subject areas at each of the institutions. Resources from YEDPA would supplement those already provided to the schools. For instance, some institutions might specialize in pulling together and assessing all demonstration and research findings related to the value of work under the public programs and the

organization of worksites. Another might focus on alternate education approaches or school-to-work transition. One might assess all the rural youth projects or might seek to determine the comparative effectiveness of different service deliverers. It would be important to structure the topics so that they suited the capacities of the different institutions. In general, the aim would be to review and synthesize existing information gathered under 1978-1980 knowledge development activities rather than the preparation of original research. The cost, assuming 10 grants of \$100,000 covering 2 years, would be \$1,000,000.

The ETA dissertation grant program is another mechanism for arranging review and synthesis of knowledge development products. It has been the practice to solicit proposals on all subjects. An alternate approach might be to provide information on the youth activities to all persons interested in applying for grants and to let them focus on the broad subject areas of youth employment and employability development using materials and data sources generated under YEDPA. The specialized competition, assuming ten grants annually, would be \$200,000 for 2 years.

Finally, the small grants program might also be focused on utilization of these information sources. If ten \$50,000 grants were provided, a range of topics might be covered for \$500,000.

It would take considerable work to assure that the information needed by the institutions and individual researchers would be packaged for them, the topics well structured, and quality assured in the work. It might be necessary then to arrange the logistics for the competition and technical assistance through a single agent which could be familiar with the complete spectrum of materials being prepared under YEDPA. The cost would be approximately \$50,000.

5. Continuing Research - A range of research projects were funded in fiscal 1978 and 1979 but there will continue to be issues of importance which will arise, and there are some proposals currently in consideration for 1980:

a. Vocational Education - CETA Linkages - The National Institute of Education is conducting a \$5 million evaluation of the vocational education system. More work is needed on the issue of vocational education-CETA linkages. While several process evaluations have identified model programs as well as linkage problems, there has been no definitive study which provides a statistically reliable profile of interactions or surveys the potentials for further linkages. A proposal has been developed by the NIE Vocational Education study group to assess some of these issues.

b. Economic Development and Youth Employment - Increased linkages between manpower and economic development programs are important. There have been several efforts to maximize the employment and human resource development impacts of the Tombigbee waterway project. A proposal has been developed for a comprehensive study of the impact on youth employment and mobility of such massive public works. The proposed study is large-scale and would follow youth for several years.

c. Employment in the Fast Food Industry - Agreement has been reached between the National Manpower Institute and a consortium of fast food chains to permit a detailed employment survey in the industry. It is estimated that as many as one-third of all youth work at some point in this industry. There is much which could be learned from such a survey and, in particular, it could be linked to the private sector initiative effort to study employment under different conditions in industries with standardized production functions.

d. Job Mobility and Youth Unemployment - Two schools of thought have emerged about the relationship between job mobility and youth unemployment--one which sees the process of transition as normal and helpful and another which views it as the reflection of inadequate options and floundering. The National Opinion Research Corporation has proposed a major study of mobility and its consequences using the NLS and CPS data.

e. Discrimination - The pervasiveness of discrimination is usually surmised from the unexplained variance in regression equations. Research matching

workers and employers in a specific city might test the issue more directly. Proposals have been submitted by the National Urban League and by the Urban Institute to address this issue, although further refinement is required in both.

Further research proposals will undoubtedly be submitted as data becomes available from the new LS, the CLMS, as well as the Entitlement longitudinal survey and the standardized pre-, post-, and followup information from the demonstration projects. The analytical possibilities will continue beyond fiscal 1980 and it would be prudent to establish a youth research fund in the Department to make full use of these potentials.

A departmentwide research committee has been established to assess all research proposals in a consistent fashion. A research fund of \$2.0 million is recommended for 1980 and 1981 to cover all research costs. The active proposals would be reviewed through presentations by the proposal writers and joint decisions would be made early in fiscal 1980 on the first round of projects.

PUTTING THE LESSONS INTO PRACTICE

The youth initiatives have propelled the CETA system into many areas where it has limited expertise. Requirements for academic credit and for linkages between education and work demand an understanding of education systems as well as career and cooperative education approaches. The requests for occupational information and counseling give to CETA the responsibility for choosing between information sources and delivery systems. The requirements for expanded training and vocational education linkages go further than ever in requiring understanding of the content and methodology involved in training youth. The emphasis on serving handicapped youth, drug abusers, young mothers and troubled youth requires information and understanding about their problems. "Knowledge development" has been stressed for prime sponsors as well as at the Federal level, so that information is required about practical applications of evaluation and demonstration techniques, as well as about Federal project findings which might be applied locally.

These new needs cannot be met by existing technical assistance efforts. The ETA-wide review of training and assistance activities reveals very serious deficiencies. There is little investment in the substantive training of prime sponsor and Department of Labor staffs. For youth programs at the local level, there has been both rapid hiring and high turnover so there is an immediate need for such training. While the youth initiatives have resulted in a massive array of written materials and technical assistance guides, as well as a number of conferences, there are limited mechanisms for follow-through to assure that materials are utilized. Applied, one-on-one assistance is extremely rare. Training tends to be abbreviated and focused on process issues rather than substantive areas. Although available materials may cover most needs, there is no brokering mechanism to identify specific materials for specific problems.

In order for the youth initiatives to "take hold" and to produce substantial and continuing changes in service approaches and delivery, it will be necessary to mount large-scale and continuing technical assistance

and training activities. These cannot be financed by the regular, limited technical assistance and training allocation. They must be concerned with substance, not just process.

1. Improving the State Role - The resources provided to States for coordination and linkage activities as well as for special programs are critically important as incentive mechanisms, for activities which require coordination beyond the local labor market, and for linkages to State-operated programs. There is limited review of the use of these funds, and almost no technical assistance to improve performance.

One way to meet this need would be to utilize a consortium of national organizations representing the State constituencies with specific functions related to youth employment and training. These would include the National Governors' Association, the National Association of State Boards of Education, the Council of Chief State School Officers and the American Vocational Association. Under a coordinated project, these groups would provide technical assistance in three general areas: First, State-level guidelines and rules including academic credit and school attendance rules as they relate to youth programs, State employment standards for youth, competency certifications for basic skills, employment readiness, academic achievement and vocational mastery, and for occupational information and delivery system; second, needs of special segments of the youth population including handicapped youth, adolescent parents and young welfare recipients, youth under supervision of the State and substance abusers, as well as rural, migrant and Indian youth; third, improving quality and coordination of youth programs through evaluation, assessment and other knowledge development activities, improved technical assistance from the State level, and incentive efforts to link education, vocational education, apprenticeship, work-education and other activities with CETA youth programs.

The process would begin with a compilation and analysis of all youth activities planned and funded from the State level. There would be a report on each State prepared by a team representing each of the consortium members, with the input gathered from plans and from other materials provided by the States.

Review teams of experts from other States would then visit and assess participating States. The aim would be to meet with all the affected institutions, to walk through programs, and to prepare a specific agenda of recommendations based on awareness of practices elsewhere. There would then be a meeting with all State leaders to discuss the findings and to agree upon a strategy for improving programs. An agreement would be developed between the consortium and the State to provide specific types of assistance including tracking of State experts, arrangement for visits to other States, purchase of special expertise, conferences and the like. This would be directed to the specific needs of the State and it would be completely voluntary. Some of the activities might be on a State cost-sharing basis; others would be provided fully through the Federal support of the consortium. There would be specific benchmarks in the agreement between the consortium and each participating State specifying the products to be provided and the actions which would be taken by the States.

This comprehensive approach will be costly and would require continuity. It would be funded for 2 years with an aggregate cost of approximately \$1.45 million.

2. Assistance to Community Based Organizations (CBO) - YEDPA requires "special consideration" to community based organizations of "demonstrated effectiveness." There are, however, no uniform criteria of demonstrated effectiveness, or mechanisms for local community based groups to either prove their worth or overcome their problems. Modest support is provided by the Office of National Programs in the Department of Labor for certain national organizations, but this is used chiefly for national organization support as well as the operation of national projects. There is variability in performance among both nationally networked and locally based organizations, so that the needs of one local CBO differ markedly for those of another, and the standards imposed by prime sponsors for assessing qualifications and performance also vary markedly.

While support for generalized information about youth programs and policies will continue to be needed, local CBO's need help in overcoming the specific impediments and shortcomings they find in competing for local funds

and in delivering programs effectively. The best method to provide assistance would be to first inventory all sources of assistance, to conduct individualized reviews of local organizations involving prime sponsors in this process, so that specific problems can be identified and technical assistance tailored to meet specific needs. A service agreement might then be drawn specifying the technical assistance which would be provided. The prime sponsor and the deliverer of the technical assistance would then certify that the work had been accomplished.

There are several alternate arrangements. The prime sponsors might be provided funding directly to work with community based organization in certain areas. National organizations of community based groups might be funded directly to give support to their locals. In a State or region, a consortium of CBO's might be formed or might work under the auspices of the State manpower services council. In all cases, the same procedures would be followed: there would be an inventory of available technical assistance services, an independent assessment of need with the participation of the prime sponsor, and the delivery of individualized assistance under the terms of a specific agreement. It would make sense to concentrate on prime sponsors and areas with less effective linkages that need improvement. The assistance would concentrate on substantive areas and not just funding and procedural issues. In all cases, the technical assistance agreements would spell out specific benchmarks of competence to be achieved by the community based groups and to be certified by the prime sponsors.

To pilot this approach, which might subsequently be funded with formula resources or from the national level, it would be conducted with one national community based group, one regular prime sponsor and one State prime sponsor. The cost would be approximately \$1,250,000. The aim would be to develop the prototype approach rather than to make major changes in the delivery system under the grant.

3. Vocational Training - CETA prime sponsors have responsibilities for purchasing and providing vocational training for youth. A major source of such training is the vocational education community. CETA contains a number

of inducements and requirements for collaboration which have borne fruit in many areas. A portion of the 6 percent setaside funds are available specifically for linkage activities. On the whole, however, prime sponsor staffs do not have a great deal of familiarity with the vocational education system and what it can offer, or with training requirements and approaches.

There is a need, then, for a broad-based CETA staff training program to assist selected CETA staff members to become more effective purchasers of training. This would have the following dimensions: First, a series of training workshops would be designed and conducted. These workshops will increase both the awareness levels and the competencies of selected CETA personnel in identifying and using appropriate training and program resources. The training workshops and related activities would enable workshop participants to describe how individuals learn and identify the ways in which vocational education can accommodate the learning systems of CETA clients, to identify diagnostic services and procedures which can further assure appropriate training for client employability needs, to identify available program options and select programs compatible with diagnosed client needs, to use such criteria as cost of training, length of training, rate of job placement, and length of client retention on the job, to identify effective methods by which clients are matched to training programs and training programs are matched to jobs, and to identify appropriate placement and follow-through services for clients and employers.

The workshops would result in developing specific technical assistance needs for each prime sponsor. There would, then, be arrangements for individualized assistance under the terms of an agreement developed with each participating prime sponsor. There would be followup also in the sense that the participating primes would be integrated into the vocational education network and provided a range of materials which are offered to vocational education.

This project would be jointly undertaken with HEW and would be contracted through the National Center for Research in Vocational Education. This is the central mechanism for vocational education training and the use of the center would represent a continuing commitment to vocational education-CETA linkages. It would also provide a continuing institutional base for such interaction. The estimated cost of this intensive assistance would be approximately \$.85 million.

4. Education Systems and Approaches - CETA prime sponsors are funding alternative education systems under YETP as well as remedial education offerings. They must arrange academic credit for work experience. They are required to interact with local education agencies on a continuing basis and are a possible change agent in the schools. For the most part, however, they are ill-prepared for these activities. Likewise, understanding of CETA among local education personnel varies widely but needs improvement.

There have been a variety of conferences to address the broad issues and to open the dialogue between educators and manpower personnel. What is needed is a more focused and intensive effort which will result in practical suggestions for improved programs locally. The best approach would be a one-week retreat of LEA and CETA officials within a State in which they could be intensively schooled in education and career education approaches, systems and policies as well as those on the CETA side, and where they would intensively examine LEA-CETA agreements, education components of CETA grants, as well as cooperative and vocational education practices in each area. The aim would be to reform and reformulate agreements so that the educational efforts could improve. In each case, a technical assistance plan would be developed for each prime sponsor that would be supported under the LEA, SMSC and vocational education set-asides as well as the prime sponsor budgets.

A standardized package on education and CETA background information would be prepared and the remainder would be adopted for State or local experiences. The packages

would be prototyped in one State in each region with full Federal funding. There would then be an effort to promote the approach in other States throughout the region on a matching basis. The initial ten conferences and preparation of materials would cost approximately \$650,000. Matching from that point would depend on the success of this approach.

5. Occupational Information - Under YEDPA, there are requirements for the provision of occupational information to participants. There are, however, a multiplicity of career information services and delivery systems of varying quality. Only rarely have sponsors imposed standards and uniformity in a single labor market. At the same time, other users such as vocational education, school counselors and the Employment Service may be operating their own systems with little linkage or consistency.

At the State and Federal level, there has been an effort to coordinate data sources and delivery mechanisms through the National and State Occupational Information Coordinating Committees. These were formed in 1978 and in most States are fully operational.

Working through these SOICC's, it could be possible to pull together in a workshop or retreat setting the major figures involved in occupational information and its use for youth. They would be required to bring to the workshop all information available about career information systems they were funding. Besides general exposure to the state of the art, the aim of the workshop would be to suggest ways in which informational systems in each area might be coordinated and improved. There would be an action agenda derived for each area. The National Occupational Information Coordinating Committee would prepare the background materials for the conference and could administer the grant on a matching basis with the funds already provided to the SOICC's. This would demonstrate the Department's continuing commitment to work in a collaborative fashion to improve information and its usage. This would be prototyped in two or three States which would be willing to cooperate on a matching basis with the aim of developing a model which could be funded from regular SOICC resources. The YETP cost would be \$500,000 assuming NOICC agreed to participate.

6. Counseling - Counseling is a component of almost all youth programs yet staffs of prime sponsors and delivery agents are unevenly trained in professional methods and alternate approaches. A few technical assistance guides have been prepared, but these have not been focused on the needs of economically disadvantaged youth. School personnel are more frequently accredited, but they do not necessarily have expertise in the needs of CETA clients.

To improve the quality of counseling in youth programs, a standardized package would be developed which could be presented in workshop settings using audiovisuals, youth participation, and seminars along with background readings. Where prime sponsors would want to participate, these workshops would be held for all counselors. There would be a range of presentations by local counselors and one aim would be to establish a network at the local level that would continue beyond the workshops. The purpose would be for the group to inventory each other's approaches and to suggest ways they could be improved. The cost of this local effort would be shared by the prime sponsors. There would be ten regional conferences to bring attention to counseling issues and approaches and to interest prime sponsors in this type of activity. The cost would be approximately \$439,000.

7. Knowledge Development - A series of very successful conferences have been carried out in fiscal 1979 to educate prime sponsors concerning possibilities for the use of evaluation, demonstration and research approaches at the local level. These need to be followed up by one-on-one technical assistance which will bring in experts to completely review prime sponsor activities and to suggest specific ways they can be improved as well as assisting in this process. This would include recommendations for staff development including linkages with manpower programs in higher education institutions including manpower institutional grantees.

There would have to be a demonstrated commitment by the prime sponsors to utilize this process, and this could best be accomplished through a cost sharing approach. The effort would occur in perhaps 20 prime sponsor areas a year for two years. The cost, assuming some sharing, would be approximately \$450,000.

8. Supervisor Training - The key element according to all evaluators of youth work experience programs is the quality of the worksite supervisors. What they need to know about youth and about basic programs must be both general and specific to different prime sponsors. The aim of this effort would be to develop supervisor training packages and conference formats that could be utilized on a cost-sharing basis by prime sponsors, and then to provide this cost-sharing. The cost would be approximately \$650,000.

9. Performance Standards and Records - The CETA reauthorization requires employability development plans for individuals but there has been very little guidance about the form and usage of the EDP. It is widely recognized that the impact measures used for adult programs -- particularly placement rates -- are unrealistic for young persons where participation in CETA is part of a multi-year development process. There is a need for psychometric measures of individual accomplishment as well as more refined descriptions of status changes. A plethora of assessment techniques have been utilized, some quite sophisticated, but rarely have these been used to determine progress within programs. There are major questions about competence certifications. In education, a number of States have adopted competence tests. Private employers have frequently complained that CETA does not differentiate the quality of its participants so that all are assumed to have the lowest common denominator. Certifications for basic life skills, job maturity, reading and writing ability as well as vocational competencies are needed throughout CETA. Finally, given the emphasis on work experience activities for youth, there is the issue of productivity and the return in terms of output of the dollars spent for youth wages and salaries. Some procedure for work valuation is needed to assess these important benefits.

A good deal of work has been done on measurement issues and assessment under the 1978 and 1979 knowledge development activities. The EDP approach has been used by some prime sponsors for a long time as well as by some other

programs. Certification is extensive in vocational education as well as in education. Work valuation methodologies have been applied in knowledge development activities. The first step would be to pull together this information in a reasonable format for presentation in regional conferences with prime sponsor representatives. This would occur in 1980. Based on these conferences, prime sponsors seeking to modify their procedures or approaches would be provided individualized technical assistance. The cost would be approximately \$350,000 for the background work and the conferences.

10. Youth Participation - The Charter for the youth initiatives stated that "Youth participation should be emphasized" in design, implementation and administration of programs. Evaluations of YETP and YCCIP have uniformly found that effective participation has been limited. Experience has demonstrated the difficulty of youth involvement in planning although it has also revealed opportunities for involvement in monitoring and review, peer counseling, entrepreneurship and other activities. Many prime sponsors tried hard to involve youth but were unsuccessful because of lack of understanding.

The plan for fiscal 1980 is to hold a set of regional conferences emphasizing ways in which prime sponsors have been successful in utilizing youth. This would be followed by one-on-one technical assistance to work with interested prime sponsors to increase their youth involvement. Cost-sharing would be considered but it might be necessary to bear the full cost from the national level. The estimate for 1980 and 1981 would be \$375,000.

11. Brokering Assistance Services - This vast array of technical assistance and training activities would add to the base which was established in fiscal 1979 which provides assistance directly to prime sponsors and staff for job restructuring, job development and service to special needs groups. Additionally, voluminous information was gathered in fiscal 1978 and 1979 on model programs. There were a range of mailings of pertinent information on youth employment, training and education. In 1980, there will be copious studies resulting from the national knowledge development activities which will have application locally.

If this information is to be utilized and assistance and training tailored to the needs of each prime sponsor, there must be arrangements for coordinating activities, addressing them to individual needs, and following-through to assure that the information is fully utilized at the local level. A broker is needed to coordinate this individualized assistance. On an as-needed basis, the broker would work with the prime sponsor to suggest ways in which the various mechanisms could best be utilized to fill needs locally. It would serve as a referral point as well as packaging generalized information about assistance options. It would also be able to review the effectiveness of the services offered to assure the highest quality. The estimated cost for eighteen months would be \$475,000.

12. Professional Development of CETA Staffs. Prime sponsors can finance staff development activities with administrative funds, but they have not uniformly stressed such efforts. There have been various attempts to develop a professional association which would focus on substantive issues, and there is now an effort underway to form such a group. Youth activities are a major portion of the responsibilities of prime sponsors and it would be important to provide support for professional development. The cost would be approximately \$75,000 annually for networking, assuming a contribution from other CETA national office services and the primary support from prime sponsors.

13. Publication and Dissemination - The findings of knowledge development activities -- both those which are useful for research and policy purposes and those which are needed at the local level -- will have little application or recognition unless they are widely distributed. Experience with ETA R&D efforts in the 1960's demonstrated unequivocally that dissemination was a key feature in determining impact and that failure to provide adequately for this left many important findings unexploited. With more than half a billion dollars of demonstration projects, it is critically important that adequate resources be set aside for publication and dissemination. In the technical assistance account, therefore, \$100,000 would be specifically designated for 1980 to produce and distribute research, evaluation and demonstration findings.

14. Summer Improvement - A special monitoring effort in 11 large cities in 1979 has identified a number of serious problems under the summer program. These can be solved by earlier and better planning, improved work-site agreements and better training of supervisors and other administrative steps.

Prime sponsors in these sites will sign an agreement to work to improve the program next year through the use of available administrative funds to provide year-round staff and to provide technical assistance. In addition, a Federal contractor will work with the technical assistance personnel in each city and will coordinate and monitor their efforts across the board. The cost for this Federal initiative will be \$150,000.

CONTINGENCIES AND SPECIAL PROJECTS

1. The adjustment provisions to correct for changes in the methodology of calculating unemployment in the allocation formula required \$2.5 million in discretionary funds in fiscal 1979. Errors in calculating carry-in under the summer program led to necessary adjustments from discretionary SYEP resources. Floods and other crises led to requirements for YCCIP special funding. These needs would be met under this plan with the funds retained by each region from those returned under CYEP, where discretionary resources are being substituted for formula funds in order to allow flexibility for consolidated planning. It is estimated that \$12 million will be returned to the regions by this method.

2. In the vast array of projects which are underway, there are constant requests for modifications and supplements to meet unforeseen requirements and to realize new needs. A contingency for such modifications is absolutely essential to maintain operation of the complex array of projects. The minimal amount projected as necessary to meet these needs is \$1.0 million. This would be retained by the Office of Youth Programs and applied to longer term projects at the end of fiscal 1980 if not obligated by that point.

3. During both fiscal 1978 and fiscal 1979, numerous proposals were received that were not within the scope of the original plans and yet deserved consideration. Needs arose which had not been anticipated. Provision for such contingencies will be especially important in fiscal 1980 because of the possibility of major changes in the youth legislation which may require additional or supplementary approaches. For these purposes, \$7.5 million will be set aside for special projects decided by the Secretary and Assistant Secretary. The special youth projects account will be established in ONP. Any projects not covered otherwise by this plan will be submitted to the Assistant Secretary or Secretary or their designated representatives who will make determinations

on funding. ONP will be responsible for project development and oversight on these funds. A monthly report on project fundings and activities will be provided to JYP by ONP. At the end of the year, those funds not obligated will be applied to continuing youth projects such as the National Longitudinal Survey.

BALANCE, FEASIBILITY AND COST

The 1978 - 1980 youth initiatives represent the most significant commitment in history to assessing and improving a specific area of social welfare programming. Congress and the Administration have provided the Department of Labor an unparalleled degree of flexibility and resources to develop knowledge and to promote changes which will lead to more effective efforts. While youth employment and training programs will continue and perhaps expand, and while the returns of the 1978-1980 investment will accrue over many years, there cannot nor need not be a continuation of structured knowledge development and institutional change efforts on the scale of these last few years. Instead, attention will be needed in other critical areas of social welfare programming. This plan, then, aims to achieve some degree of closure on these dimensions of the youth initiatives. It is a departure from previous knowledge development plans in that it emphasizes follow-through and application rather than massive new initiatives.

A primary criterion for assessing this plan is whether it does, in fact, achieve closure. For the most part, knowledge development activities funded under this plan are carried through their completion. There are refinements which might be tested in the future, but every major intervention or concept will have been tested. This plan continues projects which had already been put in place so that they will operate long enough to assure reasonably clearcut findings. There will be some activities which will need continuing support, such as the National Longitudinal Survey, the Consolidated Youth Employment Program, the Comprehensive Opportunity Project, the Career Advancement Intermediary and the Labor Union Intermediary which, by design, represent multi-year commitments beyond the funding authority of 1980 appropriations; however, most projects in the comprehensive agenda will be supported through termination with the resources provided in fiscal 1980. At the same time, the mechanisms for assessing and applying the results of knowledge development are established in this plan to assure a substantial degree of follow-through and application.

A second major assessment criterion for this plan is its operational feasibility. The activities of the 1978-1980 period are cumulative, i.e., projects implemented in 1978 will for the most part be continuing in 1980 with concomitant administrative burdens while new projects must be implemented in 1980 and then administered.

The capacity of the Department of Labor and the delivery agents will all be challenged by this cumulative agenda. The plan seeks to distribute the responsibilities and burdens as in 1978 and 1979 through the utilization of many offices in the Department of Labor, other Departments through interagency agreements, community based organizations, prime sponsors and nonprofit intermediaries.

All the initiatives proposed have already been conceptualized and a significant degree of developmental work has been accomplished. If these activities represent the last significant new initiatives on the youth front, so that in 1980 the total focus can be on completing what has been proposed rather than laying plans for new efforts in 1981, and if the phasedown of 1978 projects begins in 1980, then the agenda outlined in this plan can be completed.

Another dimension of the feasibility question is simply cost. The resources available for initiatives in 1980 are \$104.0 million in YETP discretionary funds, \$28.1 million in YCCIP and \$26.4 million in SYEP. No unobligated carry-in from 1979 SYEP discretionary dollars is anticipated. This plan fully allocates these resources with a built-in cushion for special needs which will emerge during the year.

A third assessment criterion for this plan is the balance in the distribution of resources. The plan explicitly addresses this issue, involving prime sponsors, national community based groups, labor unions and the private sector. Funds are administered under a variety of interagency agreements, and by nonprofit intermediary corporations as well as under direct administration from OYP. There is a major commitment to the involvement of minority firms and colleges.

The most important criterion, however, is whether the plan will achieve the knowledge development and institutional change objectives of YEDPA. With the completion of activities outlined in this plan, every major youth program will have been comprehensively evaluated. Demonstrations will have been completed to test alternative designs as well as impacts. Resources will have been utilized to achieve recognized program changes. Every major policy issue will have been addressed and comprehensively assessed. Each known service approach will have been carefully tested and new packaging arrangements demonstrated. There will be a vast amount of basic data about youth and their needs. Mechanisms will have been established to interpret and apply this information.

The institutional change effects should also be significant. There is already a track record of major interagency cooperation and this would be continued. The involvement of community based organizations has significantly improved their capacities. Resources will have been used to foster linkages between all major youth serving institutions. Delivery capacity will hopefully have been improved by the large scale investment in dissemination and focused technical assistance.

In other words, the activities financed with 1980 resources should culminate what has been one of the largest efforts ever to improve social welfare programming through structured experimentation and institutional change leveraged by discretionary resources. The result should be a study foundation for youth employment policies and programs to the 1980's.

Fiscal 1980 Projected Funding*

	<u>YCCIP</u>	<u>YETP</u>	<u>SYEP</u>
1. <u>Continuation of Existing Projects</u>			
VICI (CPPV)	500,000		
Low-Head High Continuation	500,000		
Watts Youth Employment and Community Improvement Demonstration	1,000,000		750,000
Exemplary In-School Grant Continuation		5,000,000	
Rural Youth Occupational Information	300,000		
Private Sector Initiatives Continuation		2,300,000	
Youth Career Development for School to Work Transition		1,800,000	
Researching Alternative Program Approaches	150,000	300,000	300,000
Youth Community Service Demonstration		450,000	
Career Intern Program Demonstration		4,200,000	
NOICC		3,650,000	1,350,000
Youth Enterprises Demonstration		1,500,000	
Youth Initiatives in Apprenticeship Demonstration		1,700,000	
National Longitudinal Survey		3,200,000	
Youth Agency Involvement Project		400,000	

*All figures in this table are tentative subject to development and negotiation of specific projects. The planning figures are based on the YCCIP, YETP and SYEP budget levels approved by the Conference Committee of the House and Senate.

Continuous Longitudinal Manpower Survey of YCCIP and YETP	600,000	600,000	
Supported Work	3,500,000		
Jobs for Delaware Graduates		2,000,000	
Youth Discretionary Project Feedback Demonstration	100,000	200,000	100,000
Knowledge Development Re- trieval Project	100,000	200,000	200,000
Advanced Training Employ- ment Demonstration Project		1,360,000	
Vocational Exploration Demonstration Project			2,300,000
Job Corps Education Improvement Effort		250,000	

	<u>YCCIP</u>	<u>YETP</u>	<u>SYEP</u>
2. <u>Extension, Replication and Follow-Through</u>			
Low-Head Dam Replication	7,800,000		
Cooperative Youth Weatherization Demonstration	6,000,000		
Exemplary In-School Grant Program		9,000,000	
Private Sector Initiatives		6,500,000	
Volunteer Youth Agency Involvement Project		5,500,000	3,500,000
Consolidated Youth Employment Program		12,000,000	
Delinquency Prevention Project		4,300,000	
Mixed Income Experiment		6,000,000	
Career Advancement Voucher Demonstration		3,200,000	
Job Restructuring Demonstration		500,000	
Agriculture Entrepreneurship Project		4,000,000	
Summer Demonstration Programs			11,000,000

	<u>YCCIP</u>	<u>YETP</u>	<u>SYEP</u>
3. <u>New Initiatives</u>			
Vocational Improvement		200,000	
Wage and Allowance Experiment	50,000	250,000	
Computerized Assessment	50,000	250,000	
YACC Enrichment	150,000	250,000	
Job Corps Follow-Up		250,000	
Second Chance Program	250,000	500,000	350,000
Career Development Awards		100,000	
Parental Involvement		1,000,000	
Comprehensive Opportunity Project* YIEPP - \$2,500,000	500,000	500,000	1,000,000
Labor Union Youth Employ- ment Intermediary	3,000,000		
Handicapped Youth Tran- sition Project		1,000,000	
Support Services Demon- stration for Handicapped Youth		350,000	250,000
Solo Parents Demonstration		2,650,000	
Troubled Youth Intermediary Demonstration		2,000,000	
Support Services Demon- stration for Substance Abusers		350,000	250,000
Rural Citizens Rights Project		1,000,000	
Rural Models Project	100,000	100,000	100,000
Refugee Employment Efforts		1,000,000	

*All figures in this table are tentative subject to development and negotiation of specific projects. The planning figures are based on the YCCIP, YETP and SYEP budget levels approved by the Conference Committee of the House and Senate.

	<u>YCCIP</u>	<u>YETP</u>	<u>SYEP</u>
4. <u>Translating Knowledge</u> <u>Into Policy</u>			
Minority College Involvement Project		2,500,000	
Minority Research Perspectives Project	50,000	50,000	50,000
Institutional, Disser- tation and Small Grant Support	250,000	650,000	500,000
Continuing Research	250,000	1,000,000	250,000

	<u>YCCIP</u>	<u>YETP</u>	<u>SYEP</u>
5. <u>Putting the Lessons Into Practice</u>			
Improving the State Role in Employment and Training Programs	250,000	700,000	500,000
Assistance to Community Groups	250,000	750,000	250,000
Vocational Training		500,000	350,000
Education Systems and Approaches		500,000	150,000
Occupational Information		500,000	
Counseling	100,000	239,000	100,000
Knowledge Development	150,000	200,000	100,000
Supervisor Training		250,000	400,000
Performance Standards and Records	50,000	350,000	50,000
Youth Participation	125,000	125,000	125,000
Brokering Assistance Services	125,000	175,000	175,000
Professional Development of CETA Staffs	25,000	50,000	
Publication and Dissemination	25,000	50,000	25,000
Summer Improvement			150,000
Contingencies and Special Needs Demonstration Project		100,000	
Secretary's Discretionary Fund	2,000,000	3,500,000	2,000,000
TOTAL	\$28,150,000	104,049,000	\$26,575,000